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華埠社區簡報

# CHINATOWN

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## DRAFT CHINATOWN COMMUNITY PLAN AND ZONING SUMMARY

January 1990

### **CHINATOWN: A COMMUNITY AT A CROSSROADS**

Chinatown is a community at a crossroads. For more than 30 years, the neighborhood has struggled with highway construction, institutional expansion, and downtown encroachment. The Chinatown neighborhood, which more than tripled in population from 1950 to 1987, has lost over half of its land to new roads and medical institutions. Meanwhile, the quality of life in Chinatown has been diminished by the nearby Combat Zone.

#### **The Critical Turning Point**

In 1986, the disparate forces of neighborhood growth and institutional development collided over a proposal to build a 600-car garage for institutional use on a Chinatown site. The neighborhood's opposition to the garage proposal was supported by the city, which made the needs of the community, not the institutions, the basis for land use planning. The city's decision to support the neighborhood in rejecting the garage proposal set the course for a community-based master planning effort to guide future land use in Chinatown.

This critical turning point in the history of Chinatown land use planning and development culminated with the 1988 designation of the Quincy School Community Council as the redeveloper of a city-owned parcel in Chinatown. The designation was challenged in court by the neighboring institutions, but the community and the city prevailed in court. The court confirmed the city's and the community's position that city planning should respond to changing socio-economic conditions in order to address community needs for affordable housing and services.

The Chinatown Community Plan marks the first time in the history of the neighborhood when community concerns and aspirations guided the City's blueprint for future planning and development affecting Chinatown and the vicinity.

### **COMMUNITY-BASED PLANNING PROCESS**

The joint master plan initiative for Chinatown was launched in July of 1987 by the Chinatown-South Cove Neighborhood Council (CNC) and the City. This joint initiative came at a significant juncture when Chinatown is again faced with the challenge of institutional growth, downtown development and highway building. Throughout the planning process, the neighborhood council was responsible for steering and coordinating community participation with technical assistance from professional consultants, a MIT Urban Design



Studio, and an interdisciplinary city planning staff. The Chinatown Community Plan and Zoning Plan adopted by the City will embody the common vision and community spirit that has evolved through this grassroots planning effort for Chinatown.

## **POLICY FRAMEWORK AND THE CHINATOWN COMMUNITY PLAN**

The long-term viability and prosperity of Chinatown as a historic residential neighborhood and a cultural, business, and service center will ultimately enrich Boston as a city of neighborhoods that thrives on its diverse heritage. Guided by this common vision, the policy goals and objectives of the comprehensive development plan for Chinatown are:

- o to strengthen the family oriented nature of the neighborhood through the creation of affordable housing;
- o to broaden Chinatown's economic base through the reinforcement of the community service network and the provision of opportunities for the expansion and diversification of business and employment.
- o to enhance Chinatown's cultural heritage and strengthen the historic streetscape;
- o to protect Chinatown's historic land base through the redirection of institutional development to the periphery of the district and the prevention of further infringement by highway construction; and
- o to reconnect the neighborhood with the City functionally, visually and physically through land use planning, urban design measures, and traffic mitigation.

The supply of quality housing will be increased with a priority placed on affordable housing, to reinforce the family oriented nature of the neighborhood. On Parcels A and B, between Oak Street and Marginal Road, 260 units of housing, two thirds of which will be affordable, are undergoing preliminary design. These units to be produced by two community-based development corporations with financial assistance from the city will increase affordable family units as well as homeownership opportunities in Chinatown.

Community Service programs essential to the quality of life and continuing development of the immigrant community will be expanded and enhanced. A new, 90,000 sq. ft. community center is planned for Parcel C, between Oak Street and Nassau Street, enabling several major providers in Chinatown to expand services and upgrade facilities for child care, job training and advocacy, health care, youth programs, and cultural activities.

The rich diversity and vitality of the Chinatown built environment will be enhanced while its image, visibility, and environmental

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quality is reinforced. This will be achieved through use regulations, urban design guidelines and environmental control standards that govern use distribution, building setbacks and heights, streetscape enhancement, open space improvement, and environmental mitigation for water table, traffic, construction, and etc.

While neighborhood businesses are encouraged to locate in the historic core, large expansions will be directed to the edges of the neighborhood where the transportation infrastructure can support increased traffic. In addition, development of neighborhood enterprises and diversification of business types and employment fields will be facilitated.

Transportation access to and from Chinatown will be maximized, while its pedestrian environment and connection with the surrounding districts will be upgraded. Vehicular circulation and parking for residents, businesses, and community services in the neighborhood will be improved. The Boston Transportation Department and the Chinatown-South Cove Neighborhood Council are developing a transportation plan and improvement program for Chinatown.

To further support the planning goals and objectives for Chinatown, City policies coupled with community advocacy efforts result in financial resources, including linkage contributions from downtown projects, and additional housing and economic opportunities in the neighboring Midtown Cultural District and South Station Economic Development Area.

The purpose of a comprehensive development plan for Chinatown is to generate a social, economic, and physical environment that supports and nurtures community growth without undermining the quality of life or destroying the singular identity and legacies of the neighborhood dating from the late 19th century.

## **CHINATOWN DISTRICT ZONING PLAN**

The zoning plan sets forth the legal guidelines for building height, density, and land use for future development in Chinatown. To implement the Chinatown Community Plan, provisions of the new zoning plan include:

**Business and Economic Development:** Neighborhood businesses are encouraged to expand into the old Combat Zone area and the Hinge Block, and major new and large scale mixed-use and possible institutional development is under consideration for the gateway site, providing jobs and economic expansion and growth.

**Land Use:** To protect the existing commercial and residential mixed-use environment of Chinatown, a number of uses have been selected for regulation by floors. Chinatown is a neighborhood in which uses vary by floor; a store may be in the basement, a





restaurant on the first floor, and residences above. Vertical zoning allows for commercial establishments on the lower levels, while protecting the residences above.

**Open Space Districts:** To protect and expand public parks, recreation areas, and green spaces in Chinatown, four permanent Open Space Districts are proposed: Gateway Park, Gateway Park Expansion Area, Pagoda Park, and Tai Tung Park. The Gateway Park will be expanded when the Central Artery ramp at Beach Street is closed. New parks will be added on the Turnpike air-rights, along the edge of the Gateway site on Hudson Streets and further east of the roadway structure. Creative provisions for open space will be required with each new major housing development. Additional open space areas may be designated as a result of the comprehensive planning study for the Special Study Areas.

**Protection Areas:** The historic and cultural legacies of Chinatown's buildings and streets will be preserved while allowing for incremental changes through the creation of three Historic Protection Areas. These include Liberty Tree National Register District, the Beach/Knapp Street National Register District, and the Historic Chinatown area. Building heights will follow the historical precedent of 65 feet (5 stories) within these areas and building design must be sympathetic to the historic fabric of the area.

**As-Of-Right Height and Density Regulations:** A proposed project within Chinatown, with the exception of the protection or special study areas, is allowed an as-of-right building height of 80 feet (6 stories) and FAR 6 (gross floor area about 6 times the building site). With design review, building height can increase to 100 feet (8 stories) and building density to FAR 7, except in the Institutional Subdistrict where building height can increase to 125 feet (11 stories) and density to FAR 8. These regulations will protect the scale and character of the residential, commercial, and institutional areas in Chinatown, while providing room for further growth and expansion.

**Planned Development Areas:** The new zoning designates Planned Development Areas (PDA) in the Residential Chinatown area, the Turnpike Air-Rights, and the Chinatown Gateway areas. A PDA is an area where a more flexible zoning law is established to encourage desirable, large-scale growth on underutilized sites. The purpose of establishing PDAs are: to encourage the creation of affordable housing and open space, to create community facilities and provide community services, to furnish day care facilities, to provide for neighborhood economic development and commercial expansion which is compatible with adjacent uses, to provide connections from Chinatown to adjacent areas of the city, and to direct institutional expansion outside the core of Chinatown.

**Special Study Areas:** Comprehensive planning studies will be conducted for three Special Study Areas in Chinatown. All three areas face major changes as a result of the transportation



construction projects which are still evolving. Permanent zoning regulations for the Special Study Areas will be proposed at the end of the study. The planning goals and objectives for these areas are:

- o Tyler Street Special Study Area: balance and integrate institutional development, housing, community services, and businesses.
- o Chinatown Gateway Special Study Area: balance the different needs for housing resources, economic diversification, entrepreneurial development, open space, and possibly institutional growth.
- o Turnpike Air-Rights Special Study Area: extend the existing residential areas and create community services and open space to benefit the abutting communities, including Chinatown, South End, and Bay Village.

#### **ACHIEVING THE PLAN**

The completion of the community-based master plan along with the adoption of the zoning plan is only the first step towards ensuring the long-term viability of Chinatown. Implementation of the plan will depend on the continued support of a host of public, private, and community entities. Public actions and creative intervention have to be enhanced with community initiative and private ingenuity. Continuing efforts in community empowerment, education, capacity building, and proactive participation are essential. With the community eventually owning over half of the land area in Chinatown, the future of Chinatown will be affected not only by public policies and private actions but by the choices made by the Chinatown community.

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# 華埠社區簡報

## 華埠社區整體計劃      華埠土地使用法規

### 華埠：位於叉路口上的社區

華埠是一個處於十字路口的社區，三十多年來，這個鄰里曾在修築公路、大機構擴張及受城中發展所蠶食而掙扎。由一九五〇年至一九八七年，華埠的人口增加超過三倍。但其土地範圍却因興建新道路及醫療機構而縮少了一半。與此同時，鄰近的風化區也日益損及華埠居民的生活質素。

#### 關鍵轉捩點

一九八六年間，來自鄰里發展及學院機構擴張的兩股不同的力量，因在華埠興建一個為醫院機構使用，有六百個車位的停車場提案而衝激起來。社區反對興建停車場的建議得到市政府的支持，確定土地使用計劃是以社區需要作為準則，而並非因應大機構的需要。市府支持鄰里而拒絕了停車場提案的決定奠定了以社區為基礎的整體規劃方針，以作為華埠未來土地使用的指引。

在華埠土地使用規劃及發展的歷史中，這個關鍵性轉捩點終於在一九八八年把一幅由市政府擁有的土地撥交於昆士學校社區委員會作為指定發展人時達至一個高峰。這個撥交決定遭到鄰近的機構在法庭提出的挑戰，但社區及市政府得到勝訴，法庭肯定市政府及社區的立場，即都市規劃理當應和社會經濟情況的改變，從而解決社區在可負擔房屋及社區服務方面的需要。華埠社區計劃是華埠有史以來首次以社區需求及意願去指引未來影響華埠及鄰近地區的策劃及發展藍圖。

### 以社區為基礎的規劃過程

為華埠而擬定的整體規劃案，是於一九八七年七月起由華埠南灣社區議會（CNC）及市政府共同推展，時當華埠再度面臨了大機構擴張、城中發展、及興建公路的挑戰。在規劃過程當中，社區議會負責引導及協調社區的參予，並由麻省理工學院市區設計室、專業顧問、及集合各種專能的市府規劃設計職員提供技術協助。未來市政府採用的華埠社區計劃及土地使用法規包涵了華埠草根策劃過程中所引發開來的共同理想及社區精神。

### 政策架構及華埠社區整體計劃

華埠長期以來的繁榮及活力使這個有歷史性的住宅區及文化、商業和服務中心豐富了波士頓，助其成為一個由多個不同文化傳統鄰區組成的興旺城市。就在這個共同現想的指引下，華埠全面發展計劃的長遠及短期的政策目標是：

- ✱ 透過興建可負擔房屋去強化華埠社區以家庭為中心的特質。
- ✱ 透過增強社區服務系統及提供商業和就業擴充機會，擴展華埠的經濟基礎。
- ✱ 護助華埠文化傳統及加強具有歷史性的街道形貌。
- ✱ 透過限制大機構擴展入華埠核心區及避免日後公路修建的進侵，從而去維護傳統華埠的土地範疇。
- ✱ 透過土地使用規劃、市區設計指引及交通措施，重新在功能、視覺上及地理上把華埠與鄰區連結起來。

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高品質房屋的供應將會增加，而可負擔房屋是先決要點，以強化以家庭為基礎的鄰里特質。在屋街及馬津尼道之間的 A 及 B 地段將興建二百六十個住屋單位，而其中三份之二是可負擔的，目前正進行初步設計。

這些住宅單元是由兩個以社區為本位的發展機構負責興建，並獲市府提供財務策劃及資源上的協助。主要目的不僅是增加可負擔的家庭住宅單元，並且也同時增加在華埠自置產業的機會。

社區服務是增進華埠居民生活素質及支持華埠移民或員持續發展所不可或缺的要點，因此在質與量雙方面都必須繼續增進。

屋街及拿素街之間的 C 地段計劃興建一所九萬平方英尺左右的社區服務中心。華埠境內多個主要服務機構在托兒、職訓、醫療、及青年、文化活動等方面能擴大服務並改善、提高設備之品質。

華埠持有的多元特色及豐富活動必須加強維護；另一方面華埠的形象、能見度，及環境品質需要提高。有效的工具包括使用規則、設計指引、環境控制標準以解決使用分配、建築物退縮標準、高度規定、街道風貌之改善、開放空間之改良，以及針對地下水位、交通，及施工問題的環境改善措施。

典型鄰里小型商業應繼續集中在華埠傳統的商業核心地帶，大型的商業擴充則被導引到華埠邊緣地點以便利用既有的交通網路，避免阻塞車行及人行，華埠商業及就業類別的多元文化也將得到支持。

便於往來華埠的交通設施將盡量增進，華埠境內的行人環境及其與鄰近地區的往來銜接應獲得改善。服務華埠居民、商家及服務機構的停車設備及車輛流通也將進一步改良。波市交通處和華埠南灣社區議會已為華埠草擬交通計劃及改善方案。為進一步支持華埠規劃的長程及短期的目標，市政府的政策連同社區積極倡議共同協力爭取必要的財政資源，包括了城中發展案所繳交的連鎖發展金，此外，中城文化區及南站經濟發展區將進一步提供住屋以及經濟資源。

華埠整體發展計劃之目的是塑造出一個社會及經濟環境去支援及培養社區的成長，而避免降低生活質素，或破壞華埠源自十九世紀末的獨特風貌與傳統。

1. *Phragmites* (Common Reed) - A tall, grassy plant that grows in wetlands and along water bodies. It is a native species and is often found in large, dense stands.

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1. The first part of the document is a list of names and their corresponding dates, arranged in two columns. The names are: *John A. Smith*, *John B. Smith*, *John C. Smith*, *John D. Smith*, *John E. Smith*, *John F. Smith*, *John G. Smith*, *John H. Smith*, *John I. Smith*, *John J. Smith*, *John K. Smith*, *John L. Smith*, *John M. Smith*, *John N. Smith*, *John O. Smith*, *John P. Smith*, *John Q. Smith*, *John R. Smith*, *John S. Smith*, *John T. Smith*, *John U. Smith*, *John V. Smith*, *John W. Smith*, *John X. Smith*, *John Y. Smith*, *John Z. Smith*. The dates are: *1810*, *1811*, *1812*, *1813*, *1814*, *1815*, *1816*, *1817*, *1818*, *1819*, *1820*, *1821*, *1822*, *1823*, *1824*, *1825*, *1826*, *1827*, *1828*, *1829*, *1830*, *1831*, *1832*, *1833*, *1834*, *1835*, *1836*, *1837*, *1838*, *1839*, *1840*, *1841*, *1842*, *1843*, *1844*, *1845*, *1846*, *1847*, *1848*, *1849*, *1850*, *1851*, *1852*, *1853*, *1854*, *1855*, *1856*, *1857*, *1858*, *1859*, *1860*, *1861*, *1862*, *1863*, *1864*, *1865*, *1866*, *1867*, *1868*, *1869*, *1870*, *1871*, *1872*, *1873*, *1874*, *1875*, *1876*, *1877*, *1878*, *1879*, *1880*, *1881*, *1882*, *1883*, *1884*, *1885*, *1886*, *1887*, *1888*, *1889*, *1890*, *1891*, *1892*, *1893*, *1894*, *1895*, *1896*, *1897*, *1898*, *1899*, *1900*, *1901*, *1902*, *1903*, *1904*, *1905*, *1906*, *1907*, *1908*, *1909*, *1910*, *1911*, *1912*, *1913*, *1914*, *1915*, *1916*, *1917*, *1918*, *1919*, *1920*, *1921*, *1922*, *1923*, *1924*, *1925*, *1926*, *1927*, *1928*, *1929*, *1930*, *1931*, *1932*, *1933*, *1934*, *1935*, *1936*, *1937*, *1938*, *1939*, *1940*, *1941*, *1942*, *1943*, *1944*, *1945*, *1946*, *1947*, *1948*, *1949*, *1950*, *1951*, *1952*, *1953*, *1954*, *1955*, *1956*, *1957*, *1958*, *1959*, *1960*, *1961*, *1962*, *1963*, *1964*, *1965*, *1966*, *1967*, *1968*, *1969*, *1970*, *1971*, *1972*, *1973*, *1974*, *1975*, *1976*, *1977*, *1978*, *1979*, *1980*, *1981*, *1982*, *1983*, *1984*, *1985*, *1986*, *1987*, *1988*, *1989*, *1990*, *1991*, *1992*, *1993*, *1994*, *1995*, *1996*, *1997*, *1998*, *1999*, *2000*, *2001*, *2002*, *2003*, *2004*, *2005*, *2006*, *2007*, *2008*, *2009*, *2010*, *2011*, *2012*, *2013*, *2014*, *2015*, *2016*, *2017*, *2018*, *2019*, *2020*, *2021*, *2022*, *2023*, *2024*, *2025*, *2026*, *2027*, *2028*, *2029*, *2030*, *2031*, *2032*, *2033*, *2034*, *2035*, *2036*, *2037*, *2038*, *2039*, *2040*, *2041*, *2042*, *2043*, *2044*, *2045*, *2046*, *2047*, *2048*, *2049*, *2050*, *2051*, *2052*, *2053*, *2054*, *2055*, *2056*, *2057*, *2058*, *2059*, *2060*, *2061*, *2062*, *2063*, *2064*, *2065*, *2066*, *2067*, *2068*, *2069*, *2070*, *2071*, *2072*, *2073*, *2074*, *2075*, *2076*, *2077*, *2078*, *2079*, *2080*, *2081*, *2082*, *2083*, *2084*, *2085*, *2086*, *2087*, *2088*, *2089*, *2090*, *2091*, *2092*, *2093*, *2094*, *2095*, *2096*, *2097*, *2098*, *2099*, *2100*, *2101*, *2102*, *2103*, *2104*, *2105*, *2106*, *2107*, *2108*, *2109*, *2110*, *2111*, *2112*, *2113*, *2114*, *2115*, *2116*, *2117*, *2118*, *2119*, *2120*, *2121*, *2122*, *2123*, *2124*, *2125*, *2126*, *2127*, *2128*, *2129*, *2130*, *2131*, *2132*, *2133*, *2134*, *2135*, *2136*, *2137*, *2138*, *2139*, *2140*, *2141*, *2142*, *2143*, *2144*, *2145*, *2146*, *2147*, *2148*, *2149*, *2150*, *2151*, *2152*, *2153*, *2154*, *2155*, *2156*, *2157*, *2158*, *2159*, *2160*, *2161*, *2162*, *2163*, *2164*, *2165*, *2166*, *2167*, *2168*, *2169*, *2170*, *2171*, *2172*, *2173*, *2174*, *2175*, *2176*, *2177*, *2178*, *2179*, *2180*, *2181*, *2182*, *2183*, *2184*, *2185*, *2186*, *2187*, *2188*, *2189*,

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## 華埠土地使用法規

華埠土地使用法規為在埠內的建築物高度、密度、日後土地發展的使用訂定合法的準則。為實施整體計劃，新的華埠土地使用法規包括：

商業及經濟發展：鼓勵鄰里商業推向日漸萎縮的風化區及位處中城文化區及華埠相交處的致辣區段擴展。而華埠門樓區則可以容納主要新增添的及大型的混合使用，並且可以考慮學院機構之發展，以便提供就業及經濟擴展與成長的機會。

土地使用：為保障華埠現有商業及住宅混合使用環境，某些使用將分層規定。在華埠內，樓宇的使用是逐層不同的，地下層可能是一間商店，一樓是酒樓，而以上便是住宅了。垂直的使用管制，讓樓宇的低層部份作為商業用途；而高層部份仍可以作為住宅用途。

開放空間區：為保持及擴展在華埠內的公園、康樂遊憩場地及綠地，建議設立三個永久的開放空間，包括：門樓公園、寶塔公園及大同公園。當中央幹綫重建後，門樓地區的開放空間可以擴展。沿着乞臣街及尼倫街邊和麻省公路的上空發展區可以設置新的公園綠地。此外，每一房屋建設，必須以有創意的手法提供遊憩開放空間。在為規劃研討特區提出全面計劃後，會有額外的土地指定作為開放空間。

保護區：建立三個歷史保護區，容許漸進式的改變，同時華埠具歷史及文化傳統的建築物及街道也將會得到保護。除了國家登記保護區內的自由樹，必殊街及聶街外，並包括歷史華埠區。根據歷史前例，在此等地區內的樓宇高度只能在六十五呎與八十呎（即五層至七層樓），而樓宇的設計必須與該地區內的傳統格調配合。

法定高度和密度規定：華埠內除歷史保護區及規劃研討特區外，法定建築高度為八十呎（即六層樓），總樓宇面積只能是建築地盤面積的六倍。如果通過設計審核，建築物高度可增至一百呎（即八層樓），樓宇面積可以增加到建築地盤面積的七倍；而機構學院區內建築物高度可以增至一百二十五呎（即十一層樓），總樓宇面積仍限於建築地盤面積的八倍。此等規定會保障在華埠住宅區、商業區及大學院機構區內尺度及使用合宜的增建機會。

規劃開發特區：新的華埠土地使用法規允許在住宅區、麻省收費公路上空發展區及華埠門樓區等地設立規劃發展特區，以便利用較為具有彈性的土地使用法規去設法鼓勵在未充份開發的地區進行適合社區的大型發展。設立規劃開發特區的目的是：鼓勵興建可負擔平價住宅、開放空間、社區服務設施、設置托兒設施、提供與附近鄰里相符合的經濟發展及商業擴展機會，加強華埠與鄰近地區之銜接，並且把大機構的擴展引離華埠核心地帶。

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## 實行策略

規劃研討特區：為華埠內三個規劃研討特區進行全面的規劃研究。由於目前仍在策劃中的交通運輸工程計劃，這三個地區均面臨主要的改變。研討計劃結束後，方擬定永久性的土地使用法規，此等地區的長程及短期目標是：

- ✱ 泰勒街規劃研討特區：讓大機構發展、房屋、社區服務及商業得以平衡及相互融合。
- ✱ 華埠門樓規劃研討特區：平衡房屋資源，經濟多元化，商業發展，開放空間及可能的大機構增長的多種不同需要。
- ✱ 麻省收費公路上空發展規劃研討特區：延伸現有的住宅社區，設置社區服務與開放空間，以加惠華埠、南端及灣邨毗鄰的社區。

完成以社區為基礎的華埠整體計劃及華埠土地使用法規之修正只是護存邁向長久華埠的第一步。計劃的推行仍有賴多方公共、私人及社區團體和機構的繼續支持。公共政策及有創建性的干預仍須得助於社區本身自動自發以及私人公司團體的巧思及創舉。增加社區權利、社區教育及養成，以及積極社區參予等方面的努力仍是關鍵所在。華埠一半以上的土地最終是由社區成員所擁有。故此，華埠未來不僅只是受公共政策及私人行動影響，而是取決於華埠社區本身的取捨。

